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STUDY TITLE:

Career Development for D.A. Civilians in Project Management

STUDY PROJECT GOALS:

1. To determine the present state of civilian project manager career development and management in DARCOM.

2. To project a possible system for the development and management of civilian project management personnel.

STUDY REPORT ABSTRACT:

The study examines the role and functions of civilians in Project Management Offices and the projected staffing requirements. Past and present career development programs and their advantages and shortcomings included the new DARCOM Material Acquisition and Readiness Executive Development (MARED) program in the light of DOD directions to develop a group of competent and qualified personnel in the field of project management. Recommendations are made for improving the utilization of human resources through career management.

KEY WORDS PERSONNEL MANAGEMENT CAREER MANAGEMENT CIVILIAN PERSONNEL DA CIVILIANS PROJECT MANAGEMENT

MARED

KEY WORDS: CAREERS, MANAGEMENT, PERSONNEL DEVELOPMENT

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DEFENSE SYSTEMS MANAGEMENT SCHOOL

PROGRAM MANAGEMENT COURSE

INDIVIDUAL STUDY PROGRAM

CAREER DEVELOPMENT FOR D.A. CIVILIANS
IN PROJECT MANAGEMENT

STUDY PROJECT REPORT
PMC 76-1

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STUDY PROJECT REPORT

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by

Paul E. Wampner

GS-13 DAC

May 1976

EXECUTIVE SUMMARY

The purpose of the study project was to determine to what extent Project Management Office (PMO) personnel career development and career management is being implemented in the Department of the Army's Development and Readiness Command (DARCOM). Specific attention was focused on a new Material Acquisition and Readiness Executive Development (MARED) Program initiated by DARCOM this year. By means of review of regulations and reports pertinent to the staffing of PMO's, an approximation of the types of civilian spaces typically found in project offices is developed together with a projected need for approximately 2,000 competent and qualified civilians to fill them by FY79.

Through interviews with DARCOM personnel the nature and intent of the MARED program was learned as well as the fact that DARCOM, at present, has no plans for managing the careers of its civilian PMO personnel as it does its military project managers.

The report concludes with recommendations that the MARED program be expanded to more fully include the job classifications of PMO personnel and also to include the GS-12 grade level so as to present a more complete career development program, and that DARCOM establish and staff an organization to manage the careers of the civilian personnel to insure effective utilization of this valuable human resource.

ACKNOWLEDGEMENTS

The author would like to express his appreciation and thanks for the willing help and assistance furnished by Messers Robert L. Michellon and William N. Butler of DARCOM in making time available during their busy schedules to discuss the study program, as well as to Mr. Larry Birk, my Study Project Advisor, for furnishing the guidance necessary to aim the project toward a worthwhile conclusion. Thanks are also due to LTC Richard Lilly, my good friend and former boss for acting as a sounding board for some of the ideas presented here and to Nancy (Mrs. Charles) Supko who diligently and correctly translated my chicken scratchings into print.

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CAREER DEVELOPMENT FOR D.A. CIVILIANS IN PROJECT MANAGEMENT

I. Introduction.

> "Successful development, production and deployment of major Defense systems are primarily dependent upon competent people, rational priorities and clearly defined responsibilities."
> DOD Directive 5000.1, Dec. 22, 1975

> "Each major program is to be supported by a team of persons qualified in systems acquisition management."
> DOD Directive 5000.23, Nov. 26, 1974

A. Purpose. It is the purpose of this report to determine to what extent project management office personnel career development and career management is being implemented in the Department of the Army's Development and Readiness Command (DARCOM). As a Department of the Army Civilian pursuing a career in systems acquisition management and currently assigned to a Project Management Office (PMO), the means of compliance with the above quoted directives is of particular importance.

B. Specific Study Project Goals. Two specific goals were selected to enable the achievement of the stated purpose:

1. To determine the present status of civilian PMO personnel career development and management in DARCOM.

2. To project a possible system for the development and management of civilian project management personnel.

C. Definitions.

Career Development - The grooming of an employee to meet requirements for progression in a career field. The process involves a planned, systematic program of individually tailored

training and self development. Career development emphasizes preparation of the total person as well as the development of technical and administrative skills. (5:2)*

Career Management - The continuous intake, appraisal, training, development and career assignment of personnel to meet civilian manpower requirements. The process is carried out through a formal system of occupational career programs offering specific career patterns and developmental opportunities. (5:2)

D. Scope and Limitations. It is the intent of this report to examine the implementation, past and present, of career management for civilians in systems acquisition or project management in DARCOM, to draw conclusions regarding its adequacy as a solution to PMO staffing problems as well as the problem of generating competent personnel and finally to present a possible system for career management. However, the nature and time constraints of the Individual Study Program as well as the technical rather than civilian personnel oriented background of the author impose limitations on its scope and detail. What is most obvious is that a problem as significant and as longstanding as the provisioning of project management organizations with competent, experienced, broadly trained civilian personnel selected from a sufficient pool of such individuals cannot be summarily disposed of in 150 hours of cursory research, less than all-inclusive

*This notation will be used throughout the report for sources of quotations and major references. The first number is the source listed in the bibliography. The second number is the page in the reference.

meditation, and hasty committment to paper. It is hoped that the brief examination of past practices, limited overview of present needs, and recommendations of a most general nature, will still enable the professionals in the field to devise the details that will solve the problem.

E. Organization. The body of the report is organized into five main sections. In Chapter II - Overview, the requirement for civilians in project management offices is examined together with some considerations of the problem of staffing of those positions. Chapter III - The Project Management Office - presents the typical functions and duties of civilian positions in a PMO along with appropriate qualifications for personnel in those positions. Chapter IV - Career Development Programs - examines civil service career programs and past Department of the Army attempts at devising a career development pattern for project management personnel and than looks at the new Material Acquisition and Readiness Executive Development (MARED) Program just instituted by DARCOM. Chapter V critically examines the extent of career management in DARCOM in the light of recent DOD guidance. Chapter VI presents recommendations for a system for career management for civilian careers in project management organizations.

II. Overview - The Role of the Civilian in Project Management

> "5-3. National policy provides that the use of military personnel be limited to positions which clearly require military incumbents. The use of civilian employees affords abilities not otherwise available, assures continuity of administration and operation and provides a nucleus of trained personnel necessary for expansion in any emergency."
> AR 570-4 (4:5-2)

A. The Role of the Civilian.

While the above quotation refers to the use of civilians in all areas of DOD work, it is especially applicable to Project Management Offices (PMO's). During his examination of PMO's in respect to developing a career path for military program managers, Adams found that Technical Management, Procurement and Production, Program Management, Configuration Management, Project Support and Product Assurance Divisions were basically staffed with civilians because of specific technical knowledge, continuity, and experience. (1:20) While D.A. has espoused a policy of military project managers, it has simultaneously designated the Deputy Program Manager to be a civilian position.

The primary attributes which favor the use of civilians in these positions are technical expertise, experience and continuity. Technical expertise favors the selection of civilians because of the variety of expertise required and the need for technical currency with the state of the art.

A PMO requires the talents of individuals representing a wide variety of specialties. Opportunities for utilization for some of these diverse "ilities" are not common

to military career fields, hence their practioners are normally found among the civilian population. Furthermore, an Army career is not usually conducive to the development and maintenance of a level of technical expertise which can operate at the forward edge of the state of the art. As is well known by practicing engineers and scientists, the half-life of their technical knowledge is less than five years from the time they receive it. It must necessarily follow that the task of keeping oneself current in a specialty becomes virtually impossible for an Army Officer who spends alternating assignments between staff or technical jobs and troop commands.

Experience also weighs heavily in favor of civilians. Since approximately half of an officer's career is spent in non-technical troop assignments, he is already behind compared to a civilian who spends all of his career in his field. Also, most Army officer careers are of shorter span than civil service counterparts where over thirty years is commonplace. Finally, the cycling between technical or staff and troop command assignments makes it unlikely that an Army officer can either immediately apply his most recent experience or will be able to immediately apply the experience gained on this job; while his civilian counterpart will most likely transition from one project directly to a similar project and position.

Continuity is the reason most often cited for use of a civilian in a particular position although by itself it is not sufficient justification. The brevity of military tours in a

PMO position, now planned for between three and four years, is still short in comparison to the life of the project. Where a project manager may be changed three times or more during the project life, the deputy PM and some of the PMO division chiefs could easily stay for the life of the project. From this sequencing a portrayal of the civilian as the glue holding the lessons and plans of a project together in the face of military inconsistency has rightly or wrongly emerged.

B. PMO Staffing Problems. Having presented the case for the use of civilians in a PMO, it becomes necessary to discuss a problem associated with it - the obtaining and staffing of the competent and qualified civilians to fill the vacancies. Although personnel turnover is a constant occurrence in business or industry the staffing problem is primarily acute during the initial build-up of a PMO.

In his study of civilian personnel problems in PMO's (13:12), Parker found that:

> "the selection and acquisition of civilian personnel to fill the approved TDA position vacancies is a long, tedious and time consuming process."

He quotes an Army Project Manager -

> "For the first six months, I felt I was doing nothing but attempting to overcome civilian personnel regulations and the inertia/resistance of the local Civilian Personnel Officer. Because of this, I was unable to give adequate attention to my responsibilities and I could not obtain a staff that could carry out the function of a PMO."

Parker found the elapsed time to fill a position going through civilian personnel channels to vary from 59 to 136 days. This extra problem at a time when much must be done to get a program going is not needed. Despite efforts to improve staffing and to develop trained and qualified people, much remains to be done to solve the problem. In the next section, the key civilian positions will be delineated and from them a picture of the magnitude of the problem will be developed.

III. The Project Management Office

> "2.2a - The PMO staff will be kept to the minimum required to manage the program ...
> ...Whenever possible, the PM will participate in the selection and tenure establishment of his key personnel and in the determination of the organizational structure of his office and the functional assignments with it." (3:2)

A. Typical PMO Structure.

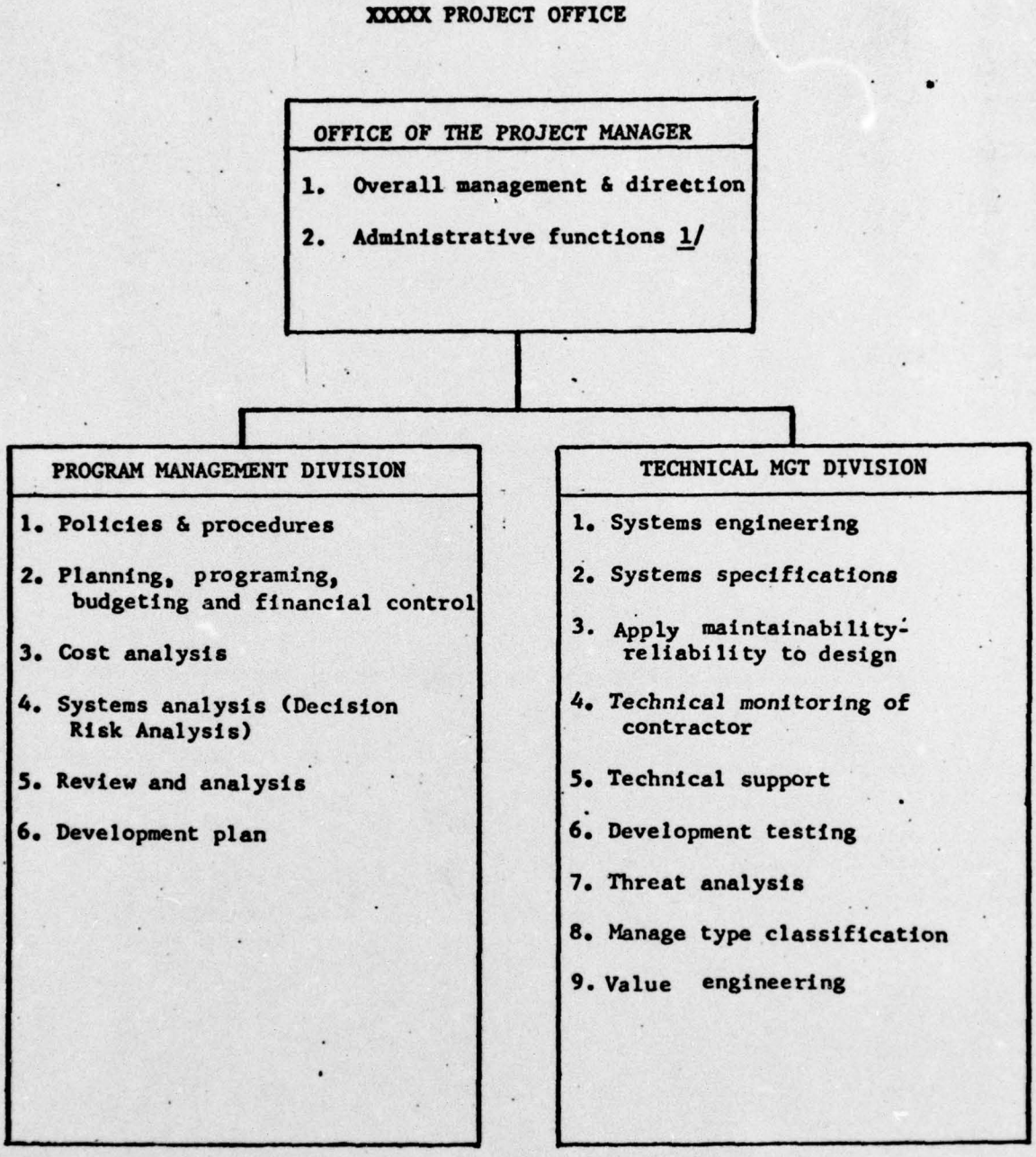
To assist a PM in developing his organization and specifically "to reduce the time and effort required to organize and staff a new project management office," DARCOM has promulgated AMCR 11-16. (2:1). Although each PMO organization is to be tailored to the unique requirement of its project, certain functional similarities are carried over from project to project. Figure 1.1 through 1.4 depict the typical PMO divisions and their respective functions according to AMCR 11-16. The major tailoring of the PMO staff lies in the number and level of personnel assigned to accomplish each of the required functions.

PMO authorized strengths and levels of manning are dependent on their rating. CPR P50-AMC-PMO defines three levels (B:3):

Degree I - authorized for new weaponry or equipment for which there is no acceptable alternative system available and whose costs exceed $60 million RDT&E or $500 million total costs.

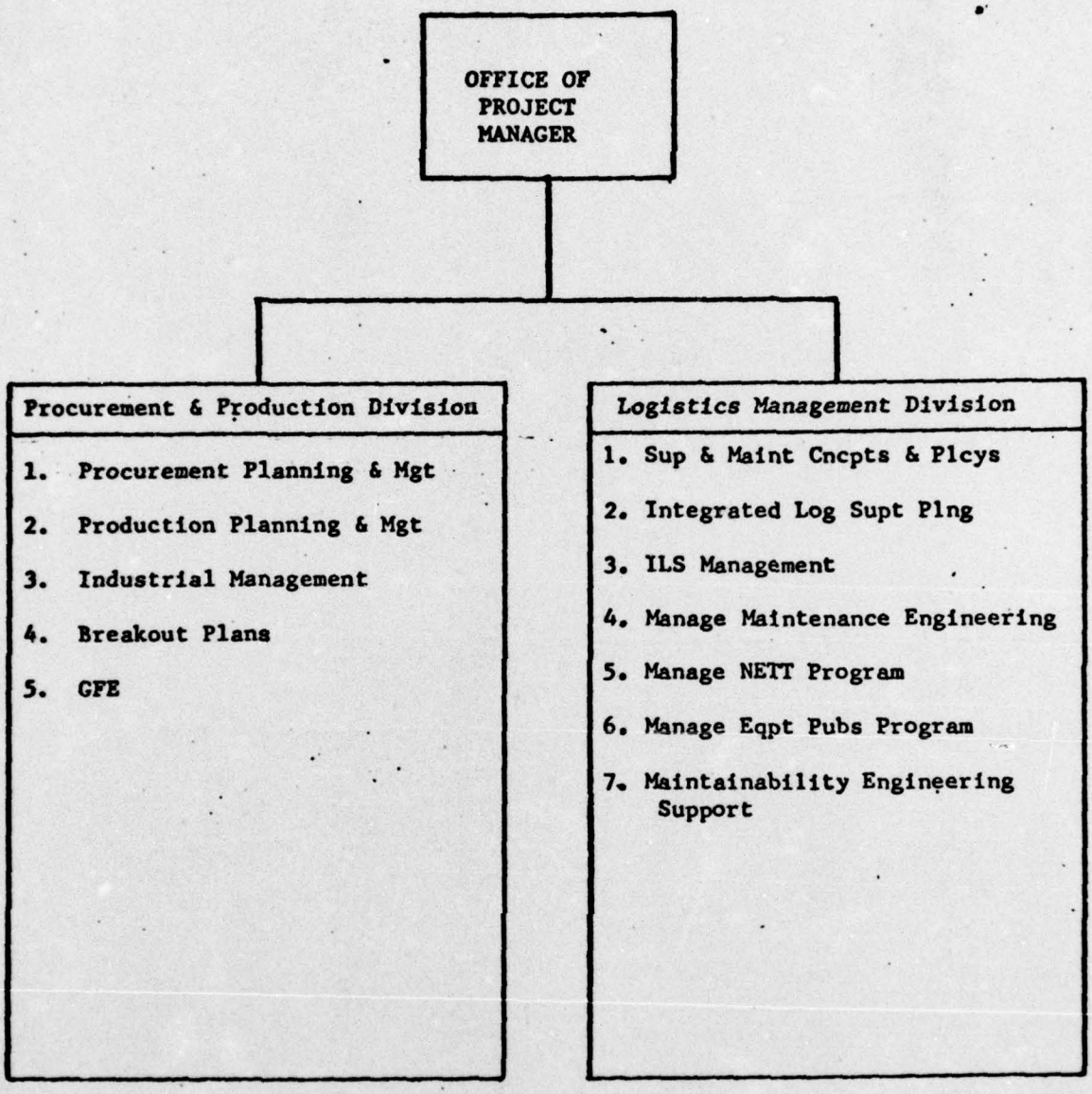
Degree II - new weaponry or equipment or modification of current capabilities of operational systems with costs greater than $25 million RDT&E or $100 million RDT&E and PEMA.

Degree III - all other.



1/Function may be established as a separate Administrative Office depending upon the size of the project operation.

Figure 1.1 - Model Structure and Functions for DARCOM Project Management Offices (2:4-4)



NOTE: These divisions may be combined in those instances where the workload of one or both does not justify separate entities.

Figure 1.2 - Model Structure and Functions for DARCOM Project Management Offices, cont'd (2:4-5)

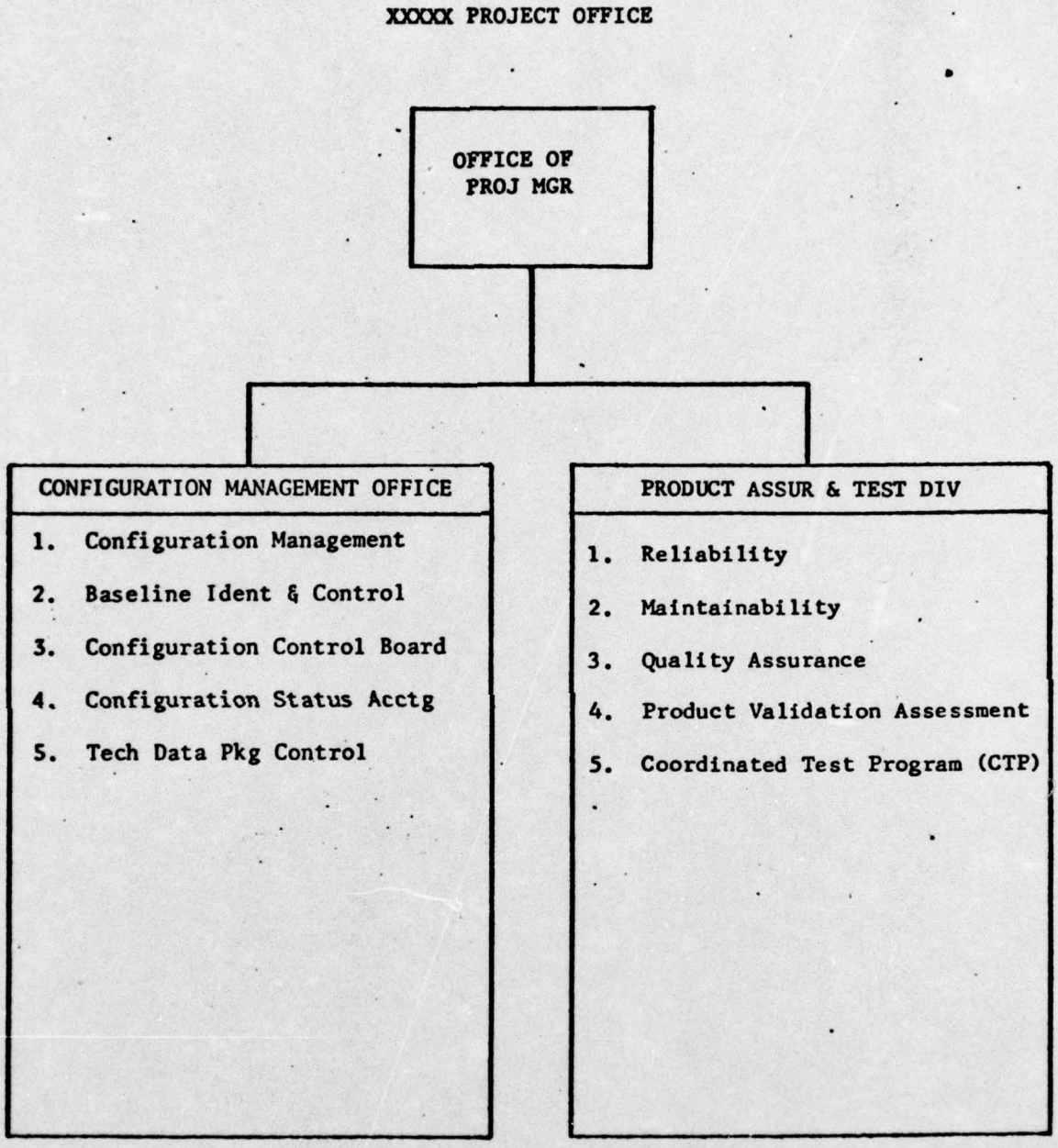


Figure 1.3 - Model Structure and Functions for DARCOM Project Management Offices, cont'd (2:4-6)

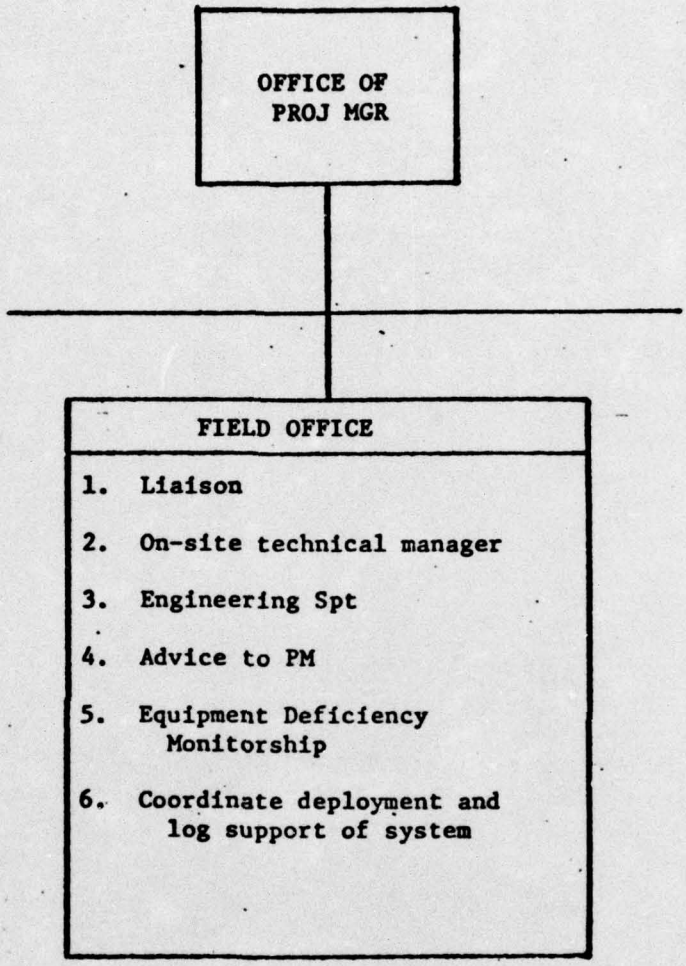


Figure 1.4 - Model Structure and Functions for DARCOM Project Management Offices cont'd (2:4-7)

Since the majority of Army PMO's at least start as Degree II, I shall use that structure as a typical example. Table III-1 contains the Table of Distribution and Allowances for a typical Degree II PMO as illustrated in AMCR 11-16. This structure and organization is adequate to handle most "standard size" programs in the validation phase. As the project moves into full scale development, growth in numbers of personnel may be expected throughout the organization with Product Assurance and Testing, Procurement and Production, and Logistics Management showing increasing emphasis as production nears. In comparison to the pictured Degree II office, a Degree I PMO would show grade levels for key personnel one grade higher. From an examination of Table III-1 seven key civilian positions can be identified:

Deputy Program Manager

Chief, Program Management Division

Chief, Configuration Management Office

Chief, Technical Management Division

Chief, Product Assurance & Test Division

Chief, Procurement & Production Division

Chief, Logistics Management Division

In addition, eight other civilian positions for engineers, program analyst, operations research analyst, procurement analyst, equipment specialist and inventory management specialists are worthy of consideration. These fifteen positions comprise the bulk of the PMO staff and their filling, therefore, is the

TABLE III-1

DETAILED TABLE OF DISTRIBUTION AND ALLOWANCES
SECTION II - ORGANIZATION

TDA NO. M3W2J4AA00
DATE 72 12 15 FY 73
TDA [X] . MTDA [ ]

DESIGNATION XXXXX Project Office
BASE FOR COMPUTATION OF CHANGES NA BASIC TDA

INDEX PAR a	INDEX LINE b	DESCRIPTION c	GRADE d	MOS e	BR f	ID g	ARMY MGT STRUCTURE CODE h	REQ i	AUTH j	RMK k
01		OFC OF PM								
	01	PROJ MGR	06	04300	OD	O	26362600			
	02	D PROJ MGR 1/	15	00340	GS	C	26362600			
	03	SECY STENO	07	00318	GS	C	26362600			
		TOTAL								
02		PROGRAM MGT DIV								
	01	CHIEF	14	00345	GS	C	26362600			
	02	PROG ANAL	13	00345	GS	C	26362600			
	03	OP RSCH ANAL	13	01515	GS	C	26362600			OOXG
	04	CLERK STENO	05	00312	GS	C	26362600			
		TOTAL								
03		CONFIG MGT OFC								
	01	CHIEF 2/	14	00801	GS	C	26362600			OOAA
		TOTAL								
04		TECH MGT DIV								
	01	CHIEF	15	00301	GS	C	26362600			
	02	R-D COORD	05	02167	OD	O	26362600			
	03	ENGR 2/	14	00800	GS	C	26362600			
	04	ENGR 2/	13	00800	GS	C	26362600			
	05	SECY STENO	06	00318	GS	C	26362600			
		TOTAL								
05		PRODUCT ASSUR & TEST DIV								
	01	CHIEF	14	00801	GS	C	26362600			OOAA
	02	GEN ENGR	13	00801	GS	C	26362600			
	03	CLERK STENO	05	00312	GS	C	26362600			
		TOTAL								

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Sample TDA for DARCOM PMO's (2:D-5)

TABLE III-1, cont'd

DETAILED TABLE OF DISTRIBUTION AND ALLOWANCES
SECTION II - ORGANIZATION

TDA NO. M3W2J4AA00
DATE 72 12 15 FY 73
TDA [X] . MTDA [ ]

DESIGNATION XXXXX Project Office
BASE FOR COMPUTATION OF CHANGES

INDEX PAR a	INDEX LINE b	DESCRIPTION c	GRADE d	MOS e	BR f	ID g	ARMY MGT STRUCTURE CODE h	REQ i	AUTH j	RMK k
06		PROC - PROD DIV								
	01	CHIEF	14	01101	GS	C	26362600			
	02	PROCUREMENT ANALYST	13	01101	GS	C	26362600			
		TOTAL								
07		LOG MGT DIV								
	01	CHIEF	14	00346	GS	C	26362600			
	02	LOG OFF	05	02620	OD	O	26362600			
	03	EQUIP SP (MAINT)	13	01670	GS	C	26362600			
	04	INVT MGT SP	13	02010	GS	C	26362600			
	05	CLERK STENO	05	00312	GS	C	26362600			
		TDA TOTAL								
	1/	Deputy Position may be filled by Supv Engineer GS-801-15.								
	2/	Series of these spaces will depend upon disciplines required for Project. Both positions may be GS-14 dependent on system needs.								
		SPECIAL REMARKS								
	00XG	Position has Cost Analysis requirement.								
	00AA	Config Management Sp and Product Assurance Sp may be in PMO's during initial phase.								

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Sample TDA for DARCOM PMO's (2:D-6)

main part of PMO staffing problem. It would seem logical that since the Project Manager has time only to worry about the important matters, that in terms of staffing the PMO, his concern would not extend beyond the Deputy and the Division Chiefs. Each of these, in turn, should be responsible for obtaining their supporting personnel. A proposal to tie the staffing of these key positions into a meaningful career structure is the theme of this report.

B. Key Personnel Qualifications - What guidelines are given to aid the Project Manager in describing the positions of key civilians in his organization? AR 70-17 gives guidance of a broad and general nature:

> "2.2.b(2) - It is mandatory that the PM and his staff have a high degree of technical and administrative competence.... The Project Management Development Program (PMDP) will be fully utilized to provide a source of highly skilled officers from which future PM and staff members can be selected." (3:21).

Unfortunately the PMDP does not cover civilians.

AR 70-17 further requires, in paragraph 2-1b, that the project manager's charter will explicitly set forth:

> "9. The source of personnel authorized for the PMO in such fields as personnel and training management, program management, cost analysis and estimation, automatic data processing, procurement and production management (including advance procurement planning), test and evaluation, system engineering, configuration management, product assurance, system safety, engineering (including human factors), system logistic support management, value engineering, producibility engineering and planning, and reliability, availability, and maintainability (RAM) management." (3:2-0)

Review of the sample charter in AMCR 11-16 and several Army PM charters provided to DSMS (Lance, ARSV) showed no such paragraph. During an interview with Mr. Robert Michellon of DARCOM's Office of Project Managers, he confirmed this lack of guidance as normal (10).

CPR 950-2 and AMCR 11-16 currently provide the most guidance on personnel qualifications and job descriptions. AMCR 11-16, Vol 2, Appendix F, contains sample job descriptions for all positions in the sample TDA. However, the descriptions of the jobs can serve only as broad basis for the qualification of the personnel to fill them. CPR 950-2, Subchapter 4-4 provides specific qualification requirements and screening criteria for the Deputy Program Manager and Chiefs of the Program Management Division, Engineering Division, Procurement and Production Division, and Logistics Management Division positions as well as some broad qualifications for all project management personnel. With the exception of the requirements for Deputy Program Manager, the description criteria are of so broad a nature as to fit any functional counterparts as well as PMO personnel. (6:12)

Only for the Deputy PM position are screening criteria used which bring out meaningful abilities and experience specifically related to project management:

> "Candidates referred for these positions normally will be current or former PMO employees or outside applicants with comparable backgrounds. Such candidates must possess:

(a) General knowledge of all functional elements in PMO.

(b) Comprehensive understanding of the PMO concept, processes, and programing/budget requirements.

(c) Comprehensive understanding of interrelationships involving major program elements (e.g. program analysis and control, engineering and scientific functions, procurement and logistics).

(d) Exceptional executive managerial skills, to include the proven abilities to: plan and coordinate extremely complex program objectives and the administrative mechanisms to assure they are met; delegate authority, develop a highly competent and efficient staff; maintain comprehensive controls over complex system elements; establish effective relationships with external agencies and activities; overcome obstacles." (6:12)

In comparison the job criteria of the other PMO members lack substance. The Deputy by requirement is a superman. And in fact, he is required to be such for as Masem observed - "the Deputy PM is the alterego of the PM, ... and is responsible for the program in his absence."(12 :12) His role becomes even more significant with the findings of Laposata that a PM spends 67.4% of his regularly scheduled duty days in travel (11:6) The basic conclusion which can be drawn is that not only the Deputy PM but also his key personnel must be exceptionally well qualified and experienced. How these people become qualified and are found for PMO positions is the subject of the next chapter.

IV - Career Development Programs

"Insure that key personnel have long-term experience in a variety of Government/industry system acquisition activities and institute a career program to enlarge on that experience."
Recommendation (11-f) - Report of the Commission on Government Procurement, Dec 1972 (14:145)

"IV. C. Develop a career progression plan including: Training and professional education requirements; Identification of types of experience considered beneficial for assuring higher level Program Manager positions; Administrative control; and Provisions for advancement based on demonstrated performance."
DODD 5000.23, Nov. 26, 1974.

What is the status of career development in DARCOM? In light of the above two documents one would think the impetus is strong and significant action should follow. Progress is being made which is substantial in comparison to past history but the essence of the direction has not yet been achieved.

Prior to the promulgation of DODD 5000.23, "Systems Acquisition Management Careers," basic career development for civilians in DARCOM, as in the rest of DOD, followed the guidance of the Civilian Personnel Regulation 950 series. When a job opening was to be filled, a list of qualified personnel was prepared from a referral list compiled from the career program data bank CPR 950-18 provides a typical insight into career development:

"The development and training of engineers and scientists is primarily an individual matter." (7:5)

It was up to each individual to plan his own career development, disclose his increasing capabilities by means of updating his registration data, obtain schooling as required, and broaden his experience base. His career development was aided or hindered by his immediate supervisory personnel and little influence was wielded by DARCOM that might aid his task.

What was the result of this system? The present career registers are admitted to be unwieldy, out of date and useless as the basis for a career management system. (9,10) While over 40,000 personnel are registered, significantly less of the files are current and furthermore it is doubtful if half of the registered personnel are aware that the register is their basic means of career development. As a result of this situation and in response to DODD 5000.23, the Career Management Branch of DARCOM concluded that changes were needed to the basic regulations and backed by General Deane, promulgated a new regulation, CPR 950-2, "Civilian Staffing and Career Development in Systems Acquisition Management."

Complementing the new regulation came a new program - Material Acquisition and Readiness Executive Development (MARED). As the name indicates, it is to be a career <u>development</u> rather than a career <u>management</u> program. The MARED program draws upon techniques of prior career programs yet benefits from experience with their shortcomings. First, to generation of an unmanageable referral list, the MARED program is restricted to the

Engineer & Scientist, Procurement, Quality Assurance, Supply Management and Material Maintenance Management career fields in the Grades GS-13 thru GS-15. By so concentrating, the program focuses on most of the key personnel in the field of acquisition management.

Secondly, for further selectivity it is planned that only approximately 100 of the volunteer applicants will be admitted to the program each year with only the best qualified and highest rated people selected.

The career development program hinges on an Individual Development Plan - a plan tailored to each individual in which he, together with his supervisor, plan an orderly program for obtaining experience and training which will assist in attaining career goals. The plan is aimed at obtaining a working familiarity with the various principal occupations involved in the acquisition and readiness functions (cross training); broadening one's organizational perspective; and increasing management ability. The key to the effectiveness of the program lies in the concept that the plan, once agreed upon by supervisor and employee, together with the supervisor's nomination of the employee for the MARED program, constitute a binding agreement that the supervisor, to the best of his ability will aid the development of the employee in accordance with the plan. The MARED board will assist by providing schooling quotas when requested and by some prodding via the DARCOM chain of command when career plans are being hindered.

This then is the new MARED program. The anticipated product will be a limited but highly qualified group of acquisition management specialists who, as they proceed up the development ladder will furnish the pool of competent and qualified manpower envisioned by DODD 5000.23. Does this provide the solution to DARCOM's PMO civilian staffing problem? Although still in its early infancy, as it is presently designed, MARED appears to fall short of the DODD 5000.23 policies.

First, although MARED will develop a pool of competent, qualified, and experienced personnel, it does nothing to ensure that they will be utilized. In stopping short of career management, the program does not guarantee that DARCOM will obtain the most effective utilization of its expensively developed human assets. Secondly, the MARED program currently omits some classifications of personnel who are deeply involved in systems acquisition management. In particular, the most striking omissions are the GS-345 Program Analysts series, comprising the bulk of the personnel staffing the Program Management Division and the GS-340 Program Manager classification, currently one of the two classifications used for the Deputy Program Manager. The second of the two faults is more readily correctable than the first and merely involves a broadening of the MARED program. The first omission forms the basis for the remainder of this paper.

The above criticism of MARED should in no way detract from the fact that it represents a tremendous improvement over what had previously existed. It is only the impatience that occurs in viewing the past that leads to urgings for it to do more and faster than its orderly development may permit.

V. Present Implementation of Career Management in DARCOM

"VII-2.b Direct the Assistant Secretary of Defense (Manpower and Reserve Affairs) with and through the A.S. (M&RA) of each Military Department to develop a DOD policy for establishing and managing grades and spaces for civil service acquisition management personnel.
VII-2.c Direct the ASD (M&RA) to review the implementation of DODD 5000.23 within the DOD and to initiate action to seek such changes in Civil Service regulations or legislation as may be required to effectively achieve the objectives of the Directive."
Recommendation of the Report to the Deputy Secretary of Defense by the Acquisition Advisory Group (AAG) 30 Sept. 1975

"I request the ASD(M&RA) to take necessary action in implementing AAG Recommendation VII-2b&c as they pertain to acquisition management personnel and to advise me by 1 April 1976 of what actions are planned or underway."
W.P. Clements, Jr. - Memorandum for Secretaries of the Military Departments (and others) Jan 23, 1976.

The thrust and intent of DOD as presented in the above recommendations and request is to develop an elite group of acquisition managers and to manage their careers. Those people long experienced in Civil Service personnel fields will probably recoil at that statement but its truth should be obvious and consistant from the beginning memos and thoughts by Deputy Secretary of Defense Packard to the above statement by the present incumbent. What has developed in this area is best summarized by the findings of the AAG:

"Although DOD Directive 5000.23 directs the Military Departments to designate a systems acquisition career field for professional civilians within the limitations of current Civil Service Regulations, there has been little implementation of this directive. Even with proper implementation, it does not appear adequate to meet the needs of civilian personnel.

> Further, the effective utilization of civilians in the weapons acquisition field is limited by current Civil Service assignment procedures, a lack of mobility, and no means to provide interspecialty development and experience.... A need exists to give recognition to the needs of Civil Service personnel in the several career fields required in the management of systems programs, and to seek modification of applicable Civil Service Regulations, if necessary." (14:56)

The issuing of CPR 950-2 and the institution of the MARED program by DARCOM are major steps toward the developing of a career management program for civil service personnel in systems acquisition management. However, the only career management program currently being implemented by DARCOM is the Project Management Development Program (PMDP). PMDP is a military only program for developing future project managers for DARCOM. Its utilization as an effective means of providing a qualified pool of competent military project management personnel is fairly recent but growing in importance and effectiveness. Substantial clout has been gained by the program and increased enthusiasm for project management as a career field has been created by significant improvements in the promotion potentials of its incumbents. However, the Office of Project Managers of DARCOM which operates the PMDP has no current plans to implement a similar program for civilians.

In an interview with Mr. Robert Michellon of that office (10), he listed two main reasons for not foreseeing any future career management program for civilians. Firstly, the scope of such a program is clearly beyond the capacity of his office. CPR 950-2 projects requirements for civilians (technicians, supervisors

and managers) in grades GS-12 through GS-16 in project management offices growing from 1,620 in FY76 to 1,996 by FY79 (6:20). A pool from which qualified individuals for those jobs could be selected would be substantially larger and an organization which could manage the careers of that number of people would have to be several times the size of the present OPM, DARCOM.

Secondly, Mr. Michellon stated that he did not believe that sufficient qualified personnel would subject themselves to the possible relocations that a career management system might require, especially as they achieved the higher grades on the ladder. The problem of civil service personnel's lack of mobility has been commonly used to argue against career management programs. A belief exists that the basic civil servant, more so than his industry counterpart, will resist any attempt to move him from his present location, even to better his career or position. I believe that this is a myth. In industry it is common and expected for those actively seeking to progress up the corporate ladder to move several times during their career as their development moves them from initial learning positions up toward top management. In fact, it is rare for an individual to start in corporate headquarters and remain there for his entire career unless he is stagnant. Furthermore, the average person in industry probably changes companies at least twice in his career. Therefore, it should not be argued that resistance to mobility is a way of life. Of course, there are in industry as in government, a group of

people who merely seek a niche in the structure and are content to vegetate there for all their careers. These people would have little interest in project management.

A more reasonable explanation to past fears of mobility may lie in the lack of a career management system. It is more likely that a person would decline to accept a relocation to a new position if he believed that when the project phased out he would be forgotten or, once assigned, his future plans for career development would be neglected. In short, the institution of career management may solve one of the major arguments used against it.

A third argument used against career management lies in the concept that some how it violates civil service civilian personnel regulations, especially those requiring a fair and open competition for positions and promotions. A look at the Civilian Personnel Regulations shows that basically a career management concept could be operated within the restrictions that exist. In fact, CPR 410-21 states:

> "In selecting personnel to fill positions, an agency shall give consideration to significant increases in skills, knowledges, and capabilities an employee acquires through training provided by the Government or education which he himself provides." (Para 3-7.b)

CPR 950-1, in paragraph 2-6.b(2), states:

> "Some competitive advantage necessarily accrues to employees who have current experience and training in the career field for which competition is being held. Likewise voluntary registrants and outside candidates

> are at a competitive disadvantage unless other factors of personal merit clearly offset the absence of substantial or current experience in the career field concerned."

Having admitted that personnel participating in a training program such as might be conducted under a project management career program would have an advantage in competing for jobs, the regulations simultaneously agree to the acceptability of setting it up. CPR 400, Appendix I is a U.S. Civil Service Commission approved "Training Agreement for Accomplishing Training Across Occupational Lines."

> "The purpose of the Agreement is to provide each DOD component the authority without further negotiation with the Civil Service Commission to establish a Rotational Assignment Program designed (a) to increase the competence of key personnel by providing them with the opportunity to acquire additional needed knowledge and skills required by the occupational disciplines of their line of work or needed knowledge and skills involving processes, techniques and systems in other related lines of work which cut across occupational lines and (b) to create a manpower pool from which well-qualified individuals can be selected strictly in accordance with merit promotions requirements...."

The Training Agreement is applicable to employees of Grades 9 and above and is cited as the basis of the MARED program. Having gone part of the way by initiating the MARED program, it now remains for DARCOM to follow up by broadening it and utilizing its resulting talent pool effectively through a career management program.

VI. Recommendations.

It is recommended that DARCOM, using the MARED program as a base, institute and develop a career management system for effective utilization of civilians in project management offices. Left only as a career development program, I believe that MARED will become only another register and its usefulness to DARCOM will be significantly diminished.

It is further recommended that the MARED scope be broadened to include the GS-340-Program Manager, GS-345-Program Analyst and GS-1515- Operations Research Analyst categories which play a significant role in project management offices. Other specialty categories which have not been included because of the smallness of their numbers in PMO's should at least be on the eligible list although the participation of their specialist personnel will probably reflect the job opportunities available.

In addition to broadening the participation, the entry level for MARED should be dropped to the GS-12 grade level. Although the sample TDA contained herein does not show positions at that level, as the PMO is expanded, many of the additional spaces added will be at the journeyman GS-12 grade level. Its incorporation will allow inclusion of personnel in the MARED program with PMO experience and whose aptitude, motivation, and potential has been evaluated as being of the caliber desired for MARED personnel

The establishment of a career management system covering all PMO specialties from GS-12 upward creates a viable and

attractive career program in systems acquisition management. Aspiring employees will progress by the existing career programs of their occupational specialty to journeyman GS-11 or GS-12 levels. During this development it is anticipated that they will make maximum use of educational and skill broadening opportunities offered in their field of technical expertise. Also of value to anyone desiring a career in acquisition management is exposure to industry and the profit motivated considerations involved. Finally, having determined a desire to focus attention in the project management arena, the employee can apply for the MARED program either from his functional organization or after moving himself into a PMO. Once within the management of the MARED program, his career will develop as quickly as job opportunities and his own demonstrated capabilities will permit.

The management of MARED personnel will require a substantial expenditure of effort by DARCOM. As previously presented, the number of people to be managed will require a staff larger than the present OPM group and will require some organizational decisions as to their location, control and source of resources which are beyond the scope of this paper.

The viability of such an elite group will only be maintained by a dedicated effort to maintain a means of entering the MARED Program for personnel possessing the desired qualifications and potential as well as to selectively remove those

personnel whose potential for development has been surpassed. The knowledge that capability will be noticed and rewarded will lend far more security to the personnel in the program than the "safe haven" image of present civil service jobs.

It must be also noted that the establishment of an elite group of personnel capable and qualified for systems acquisition management does not limit the competition for PMO positions. Merit promotion opportunities will still remain for those people who elect to not participate in the MARED program whether because of lack of willingness to waive mobility restructions or other reasons, yet who possess the qualifications for the open position. Provided they maintain their qualifications, experience and skills though a self-development program employees outside of the MARED program will still be able to compete for systems acquisition management positions through existing career program registers.

In summary, I believe the guidance from DOD to develop a system for career management in the systems acquisition management field is clear. While past efforts have not been directed toward achievement of such a system, DARCOM's MARED program represents a significant improvement in career development and can be the basis for a career management program. To achieve maximum effective utilization of its human resources in project management, DARCOM should institute a complete career management system for its civilian personnel to complement the existing system for its military project managers.

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